TOURISM
THE PROFESSIONAL CHALLENGE

APPENDIX 3

DEVELOPING THE TOURISM WORKFORCE: MANDATES AND INITIATIVES

•1991•

Prepared by
Barbara J. Mitchell

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INTERIM REPORT

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TOURISM WORKFORCE DEVELOPMENT: MANDATES & INITIATIVES

Supporting the development of the tourism labourforce in British Columbia are a number of key agencies. This report focuses on the general mandates and recent initiatives of the following:

1.0 The Federal Government

- 1.1 Employment and Immigration Canada
- 1.2 Industry, Science and Technology - Tourism Canada.

2.0 The Provincial Government

- 2.1 Ministry of Education
- 2.2 Ministry of Advanced Education, Training and Technology
  - 2.2.1 BC Colleges and Institutes
  - 2.2.2 The Universities
  - 2.2.3 Private Post-Secondary Training Institutions
- 2.3 Ministry of Trade, Tourism and Development.
  - 2.3.1 Educational Services Division
  - 2.3.2 The Pacific Rim Institute of Tourism

All agencies share a common stake in the future of the tourism sector and a common recognition of the importance of developing the tourism workforce. However, each has its own mission, mandate, interests, operating principles and practices. It is only at the points of perceived mutual benefit that all parties find reason to cooperate.

In seeking ways to enhance cooperation and reduce duplication of effort, it is essential to first examine the roles and recent initiatives of these key agencies and some possible implications for the future of tourism workforce development.

As prelude to a discussing the British Columbia context for tourism human resource development, it seems appropriate to put our position against a wider context. If nothing else, a comparison with the activities of an aggressive competitor for the tourism market share - the European Community - should help put British Columbia's task in perspective. It may also serve to reassure that we are "in tune with the times" as seen by social planners from a population base more than ten times that of Canada (and from a political spectrum at least as diverse.)

In a very recent paper titled "Competence-Led Education and Training for Tourism and Hospitality in Europe," published in the in the New Horizons Conference Proceedings (University of Calgary, 1991), Dr. Chris Cooper succinctly outlines the situation in Europe. Extracts of this informative paper are cited to provide a brief overview:

> Training and education for tourism is going through a period of major change across the world as governments accept the growing economic importance of tourism. As a result, a reassessment is taking place in the role of education and training in many countries as governments realize the need to provide a skilled and qualified tourism workforce. (p. 97)
>
> ... Under the Single European Market legislation mutual recognition of qualifications across Community member states means that possession of a qualification gained in one member state allows pursuit of a career in another member state. With the free mobility of labor throughout the Community and an already high volume of intra-European tourism this has created severe pressure to coordinate tourism education and training across the 12 member states. (p.98)
>
> ... The free movement ... will lead to a change of management style and utilization of the tourism workforce (such as multi-staffing) as tourism competes for labor in a highly competitive pan-European market. Standards and working conditions in tourism employment will have to

improve if tourism is to compete effectively for high quality personnel. (p. 98)

> ... In 1985 ... a training structure was established with the development of the European Centre for the Development of Vocational Training (CEDEFOP). The objective was to harmonize the vocational qualifications recognized in different member states on the basis of established descriptions of occupations ... For the tourism industry the characteristics of key jobs in the industry were identified in seven member states ... a fiche was then assembled for each occupational function to allow computerization of the information and comparison across the seven participating countries. (pp.100-101)

Also, of international interest, is a notice in *The Tourism Intelligence Bulletin* (July 1991, 910706) which states:

> The recent International Conference on Travel and Tourism Statistics, which was held in Ottawa, adopted resolutions on definitions, classifications and performance measures to be used throughout the world ... [which] will be submitted to the United Nations Statistical Commission in 1993. Improved tourism data will facilitate better understanding of the tourim industry's significance, assist in attracting investment and encourage public sector policy favourable to the industry's growth.

To date, the lack of "standard" tourism definitions and classifications has hampered research and planning, including understanding the size and scope of the tourism labourforce, in British Columbia as well as elsewhere.

Future implications:

* ***Canadian inter-provincial intiatives especially in the development of standards and certification mirror the spirit and intent of the European Community. The European Centre for Development of Vocational Training may be prove to be a valuable source to Canada, for information-sharing as they appear to be somewhat ahead but on a similar track.***

* *It would appear that European tourism employers, like their Canadian counterparts are experiencing pressure to improve management practices as they compete for workers in a massively changing labour market.*

* *It is conceivable, and indeed probable, that over the coming decade Canada will join forces with the United States and Mexico in an expanded Free Trade arrangement to form an economic community to compete with the Europe Community and emerging economic trading blocs in Africa, the Carribbean, the Asia-Pacific (and possibly, the Union of Soviet Sovereign Republics.) At very least, we may expect a major changes in corporate structures, travel patterns and workforce mobility not unlike Europe. Monitoring the European experience in tourism development and training may prove insightful in the coming years.*

1.0 THE FEDERAL GOVERNMENT

In simplest possible terms, the Federal Government has a responsibility to provide for the general prosperity and well-being of all Canadian citizens. Its policy is the reduction of debt and mobilizing the economy to "meet the challenges of increasing competition, diminishing reliance on traditional industries, growth in the service sector, and increasing sophistication and application of technology." (Threshold, p.30) An increasingly critical factor in mobilizing the economy, from the federal point of view, is the development of a strong, skilled Canadian labour force.

Among the many federal government agencies, two in particular, are especially influential in the development of the tourism labour force:

* Employment and Immigration Canada
* Industry, Science and Technology Canada - Tourism (Tourism Canada)

A brief discussion of each follows.

1.1 Employment and Immigration Canada

Constitutionally, the federal government has no direct authority over general education; that authority and responsibility rests with the provinces. However, through the offices of Employment and Immigration Canada (EIC), the federal government sponsors an extensive range of education and training-related services under the umbrella of the Canadian Jobs Strategy program. A key operating philosophy, is expressed in the publication, *Canadian Jobs Strategy: How it Benefits Employers (1985)*:

> The basic responsibilities for creating jobs and developing business opportunities rest with the private sector ... The government's role is to supplement the efforts of individuals and businesses where social economic goals cannot be attained without government support ... The Canadian Jobs Strategy addresses the needs of individuals and groups who are severely affected by special employment problems ...
>
> As a result, we leave you [employers] responsibility for such employment concerns that are best handled on your own, such as hiring and training workers who do not really require special government assistance.

Since the mid-80's, dramatic shifts in international competitiveness and technological innovation have affected the Canadian business climate and the general employment picture. As a result, the Federal Government undertook a consultative process resulting in the creation of a Labour Force Development Strategy for Canada for the 1990's. This major policy initiative, preserves the objective of assisting the chronically employment-disadvantaged, and those displaced or laid-off. But, it has as a broader and more comprehensive aim which is to stimulate "greater participation in, and responsibility for, labour force upgrading by business and labour ..."

Extracts from the 1989 policy paper, *Success in the Works*, highlight policy directions, some of which may affect tourism employers, and those associated with tourism human resource development:

* The primary responsbility for the skills training of employed people rests with employers and workers.

* A total of $230 million is available in the Labour Force Development Strategy to increase training activity by the private sector through cooperative programs. The government's objective is to stimulate an additional private training effort of $1.5 billion a year by 1994 ... needed to raise the level of Canadian private sector training to that of the United States.

* As part of its commitment to more and better entry-level training, the Government plans to establish a major new program ... based on industry-defined requirements and geared to growing occupations such as those in the services sector ... [it] will seek industry involvement in all aspects of programming from design to participant selection, subsidization and certification of competence.

* ... to assist more youth to make the transition from school to work, the Federal Government plans to quadruple its support to co-operative education ... making cooperative education programs available in every high school

One significant measure of the tourism sector's rising profile at the national policy level, is the appointment of Anne Stewart (Cara Operations) to the recently announced Canadian Labour Force Development Board, whose membership also includes representation from forestry, manufacturing small business, high technology, organized labour, and the employment-disavantaged. This may be something of a "first" for the tourism sector in a policy environment dominated by the traditional sectors of the Canadian economy.

It is too early to assess the longterm impact of the Canadian Labour Force Development Board, although its far-reaching mandate provides that the Board will "oversee and provide guidance and direction on all national training policies and programs", taking a lead role in "the mobilization of private sector efforts to modernize and put into place standards of skills for certification of occupational competence."

As of mid-August 1991, the Canadian Labour Force Development Board has met only once. It is anticipated that the full effect of new directions set by this Board, including the possible establishment of regional boards, will not be felt for about a year. In general terms, it is thought that training-related EIC programs, such as those currently under the Canadian Jobs Strategy, will become more flexible and responsive to employers needs. At the same time, wage replacement support for training will be reduced in favour of subsidizing incremental training costs for "project-based" training.

Cooperative effort among business, labour and government appears to be the significant direction of the 1990's. A particularly important demonstration of cooperation in the tourism sector is underway in the form of the Tourism Industry Standards and Certification Committee (TISCC). In partnership with tourism industry associations across the country (represented by organizations like PRIT), Tourism Canada, and Employment and Immigration Canada, the TISCC group has developed industry-based national job standards for over a dozen tourism-related occupations.

The four Western provinces are currently negotiating a joint federal/provincial/industry funding agreement with Western Economic Diversification to proceed with validation of 12 existing tourism occupational standards, development of 15 new standards, and development of 15 examinations

by 1994. It is anticipated the Atlantic provinces will soon be initiating a similar approach to tackle additional tourism-related occupations. This is a mammoth cooperative undertaking and it will take at least until 1998 to develop standards for all the major occupations in tourism.

1.2 Tourism Canada

Tourism Canada (Industry, Science and Technology Canada) is an important partner in fostering development of tourism to Canada. The 1990 tourism policy publication, *Tourism on the Threshold*, outlines the federal committment to tourism human resource development:

> *Objective*: improve service to visitors through improved training of human resources
>
> *Priorities:*
>
> * improve the match between the service requirements of the customer and delivery by staff;
> * improve the supply of qualified human resources to meet demand; and
> * improve productivity of human resources and the qaulity of employment in the tourism industry. (p.33)

To date Tourism Canada has been particularly active in helping increase industry awareness of the standards and certification process; stimulating career awareness; and working collaboratively with Employment and Immigration Canada and Statistics Canada to establish appropriate recognition of the tourism sector as a significant economic and employment generator.

Future implications:

* *If Canada (and British Columbia) are to remain economically competitive in all sectors of the economy, including tourism, businesses and individuals will be obliged to work to higher standards of education, training and on-job performance.*

* *The degree of ongoing federal support for tourism labour force development initiatives will increasingly depend on the active involvement and financial participation of employers in tourism-related businesses.*

* *BC tourism employers, represented by the Pacific Rim Institute of Tourism, should continue to ensure their interests are expressed to the Canadian Labour Force Development Board.*

* *Tourism employers will experience increasing requests to collaborate with both secondary and post-secondary institutions to provide meaningful on-job learning experiences and cooperative placements for students.*

* *Development of industry-based job standards will require participation of BC's tourism sub-sectors. In return BC employers will have access to the entire "national pool" of standards for their use in hiring, job orientation, on-job training, and performance appraisal.*

* *In order to ensure adequate numbers of employees, BC's tourism employers will likely need to expand recruiting and hiring to include greater numbers of older workers, disabled persons, and others. Greater diversification of the employee mix will require some adjustments to management style and practices, as well as greater attention to job orientation and on-job training.*

* *Public and private education agencies have considerable expertise in planning and delivering training. Individal tourism employers and industry associations may find it beneficial to work collaboratively with "the training industry" in negotiating funding to design and implement employee training.*

2.0 THE PROVINCIAL GOVERNMENT

Like its federal counterpart, the provincial government has a responsibility to provide for the general prosperity and well-being of BC's citizens. It assumes a major share of responsibility for healthcare, social services, education, and for economic development - including the general development and marketing of BC's "tourism plant".

With support in the form of federal transfer payments (recently "capped") as well as provincial revenues, the provincial government carries the major responsibility for providing "public education" from Kindergarten through Grade 12 (K to 12) and post-secondary education through BC colleges, institutes and universities.

Key ministries and agencies under provincial jurisdiction, involved in developing the tourism labour force include:

* Ministry of Education (public schools, K to 12))

* Ministry of Advanced Education, Training & Technology
    * Post-Secondary Colleges and Institutes
    * Universities

* Ministry of Trade, Tourism and Development
    * Educational Services
    * Pacific Rim Institute of Tourism

A brief discussion of each follows.

2.1 Ministry of Education

The nature and direction of general public education in British Columbia is changing radically. The 1988 Royal Commission on Education which lead to the *Year 2000* framework and *Graduation Program* plan for the primary/secondary system is in process of being implemented through the Ministry of Education and the school system.

> **Note: As of September 6, 1991, implementation of the Intermediate and Graduation levels of the year 2000 plan have been suspended for further study.**

By the year 2000 or so, nearly one generation of BC school children should have worked through the full curriculum to graduation. If successful, this endeavour should encourage more young people to complete high school (offsetting the 30% dropout rate) and prepare them with more solid "basics skills" as well as some of the work-readiness and "life" skills and attitudes needed for citizens of the new milenium.

Emphasis in the BC school system, it should be noted is on the development of educated, self-reliant individuals; not on grooming them for specific occupations within the labour force. The Mission Statement, published in *The Graduation Program: Response Draft (1990)* clearly states the intended goal:

> The purpose of the British Columbia school system is to enable learners to develop their individual potential and to acquire the knowledge skills, and attitudes needed to contribute to a healthy society and a prosperous and sustainable economy.

However, employer involvement with the school system appears to be a trend of the 90's. In the United States, according to a recent article in *The Futurist*, corporations are so concerned about deficiences in the basic skills of entry-level

workers, they are "reaching into the educational system with a variety of incentives, new ideas, and cooperative programs ... [for example] IBM's "Writing to Read" program for first graders in Pekin, Illinois."

While such corporate initiatives are not presently the norm in British Columbia, employers must increasingly become involved with the school system at least to the extent of providing formal work placement for high school students.

Possible Implications:

* *With the development of the BC high school "Tourism Career Preparation Program" slated for implementation this year, employers in tourism businesses will be asked to assist with practicum opportunities.*

* *Organized labour, especially the Hotel, Restaurant and Culinary Employees and Bartenders Union (Local 40), will likely experience an increase in the number of Training Programme Agreements it is requested to undertake.*

* *High school teachers will require in-service orientation to the tourism sector, and ongoing access to timely and appropriate tourism-related resource materials as well as career counselling resources.*

2.2 Ministry of Advanced Education, Training and Technology

In its July 1991 *Ministry Plan*, the Ministry of Advanced Education, Training and Technology summarizes its key new directions for the next three to four years. New directions will emphasize:

* Synergy

"Cooperation, coordination, partnerships, integration and articulation ... based on the concept of synergy - the whole is greater than the sum of its parts."

* Public Post-Secondary Expansion

"A number of major new initiatives will, within the limits of funding, add substantially to the capacity of the public system over the next few years. These initiatives are being undertaken in response to enrollment pressures which are pushing British Columbia participation rates toward the national average."

* Expansion and Diversification

"Both students and workers ... are becoming aware of the need for education and training in order to achieve their individual potential. This has resulted in burgeoning growth and diversification in the demand for relevant, high-quality programs and services ..."

* Service Excellence and Accountability

"Governments at all levels need to ensure that publicly-funded programs and services meet clear and valid objectives, and that there is (and is perceived by the public to be) good value for public expenditures. The Ministry and its partners have a joint responsibility for accountability. Service excellence is a commitment to customers and clients that they will receive absolutely the best service we can provide - service which is focused on their needs and expectations."

* Expand Knowledge Generation and Application

"With greater emphasis on a knowledge based economy, the Ministry seeks strategies to increase the overall level of research and innovation, build on

the Province's strengths and and develop technology which can be applied in industry ...

As of April 1991, the Ministry of Advance Education, Training and Technology (MAETT) embarked on a two-year consultative process - the BC Human Resource Development (BCHRD) Project - to create a policy framework for an adult-focussed system of education, training and retraining. (Indirectly, this Blueprint project in tourism human resource development represents one aspect of the larger BCHRD initiative.)

The results of this process are expected to have significant impact on the future direction, funding, and operating guidelines for public post-secondary Colleges, Institutes and Universities, and will undoubtedly influence the future direction of Private Post-Secondary Training agencies. The full impact of the policy framework and recommendations resulting from the BCHRD project may take a decade or more to realize.

At the same time, the MAETT is working on numerous initiatives and activities in the post-secondary system within the sphere of its key new directions. Some of these may have a fairly direct impact on tourism programming in future:

* Negotiation of a new Canada-British Columbia Labour Force Development Agreement, and develoment of regional/sub-regional Labour Force Development Boards.

* Establishment of the Private Post-Secondary Education Commission including mandatory registration and voluntary accreditation of private training institutions.

* Focus on self-funded workplace training initiatives through the Open College in partnership with other institutions to provide demand-driven, custom-tailored programming.

* Ongoing support for the "Access for All" initiative to expand system capacity and initiate degree programs outside southwestern BC.

Some overarching themes of this new direction, according to Deputy Minister, Gary Mullins, are:

* Significantly more targetting of programs, that is, towards economically significant sectors of the Province.

* Development of self-reliant individuals through education which provides a "richer academic platform" and the potential for multiple work opportunities.

* Fostering of community-based partnerships through local advisory mechanisms.

* Increased value for public dollars.

2.2.1 BC Colleges and Institutes

The Province's post-secondary colleges and institutes offer a range of full-time programming in their regions in five categories: Adult Basic Education, Apprenticeship, Career/Technical, Vocational, and University Transfer. Part-time programming is often, though not exclusively, offered through Continuing Education, and in an individualized form by the Open Learning Agency.

Fifteen of the post-secondary institutions offer one or more tourism-related programs which are generally funded and administered under the "Career/Technical," "Vocational" and "Apprenticeship" categories. For the most part culinary-related programs are classified as "Vocational" and/or "Apprenticeship;" others such as Hotel Administration are considered "Career/

Technical" programs. An exception is Selkirk College which operates all tourism-related programs under its Vocational Division.

Ministry of Advanced Education funding across the college/institute system in 91/92, for all categories of programs, has been allocated for over 60,600 fulltime equivalents (FTE). Of this number, 1943 FTE (about 3%) are allocated to programs classified as tourism-related. Almost half of these are allocated to culinary-related programs. The total budget allocation is just over $13.5 million.

Additional funding is provided by EIC to colleges, on approval by MAETT. In fiscal 90/91, just over $1.3 million EIC funds were provided to supplement pre-employment cooking programs, and $77,300 for all other tourism-related programs.

As semi-autonomous institutions (i.e. accountable to their Boards and funded by the MAETT) the colleges have functioned to date, as "comprehensive community colleges" responsive to the needs of their designated regions. One indicator of institutional autonomy is the mix and variety of tourism-related programs. With the exception of the provincially-developed Cook Training and the Tourism Supervisory Development Program, most programs have evolved out of local need (Ski Resort Management at Selkirk, for example). Program differences among institutions are entirely consistent with the historical mandate to serve local and regional needs.

The majority of tourism programs in the colleges are not "occupation-specific" but rather aimed at occupational clusters. Some obvious exceptions are Cook Training, for example, or the Certificate in Travel Counselling program (Open Learning Agency). There is little uniformity in program fee structure. Program lengths average 10-12 months fulltime for Certificate, and 2 years fulltime for Diploma.

Decisions to run, cancel or initiate new tourism programs are made within each institution. New program intitiatives are internally justified then proposed to the MAETT for potential funding. Again, the lack of programming uniformity is a manifestation of institutional autonomy and of serving local needs.

The public post-secondary system, still recovering from recessionary setbacks in the early 1980's and again in the early 90's, is under added pressure to respond to increasing numbers of students with increasingly diverse needs (older, more demanding students; multi-cultural mix; etc.) and external pressure to be more "industry-responsive." Many faculty agreements are coming up for negotiation over this year and it is anticipated that settlements may have the effect of reducing student contact hours and possibly some programs.

Despite the internal and external pressures on institutions, they continue to perform well, on the whole, in the opinion of program graduates. The *1990 Students Outcomes Report* (BC Research, 1991) states that:

* 91% of all job seeking graduates got a training related job
* 80% of all job seeking graduates were still in a related job a year after graduating
* 17% of all graduates were enrolled in further studies a year after completing their college studies
* 74% of all graduates rated their training as 'definitely worthwhile'

Tourism and hospitality-related programs, in the *Outcomes* report, are grouped under the general category of "Services" and analysis is not uniformly published on a program-by-program basis. However, responses to service programs, overall, compare favourably with overall reported outcomes.

One notable exception is Hotel Administration programs, where only 37.5% of program graduates rated training as "definitely worthwhile." Despite apparently low satisfaction, 90.9% of the graduates found training related jobs, and 72.7% reported they were still in a related job after one year. The curriculum for these programs is currently under review.

A more detailed report on the current tourism program inventory is found in **Section 7** of this document. An examination of specific programming issues arising from the Tourism Educators Coordinating Committee is found in **Section 4.**

2.2.2 The Universities

BC's universities have evolved tourism programming, for the most part, independently from the college and institute system. Again, this is consistent with their historic role and operating mandates.

Simon Fraser University has lead the higher education community in tourism-related programming. After nine years, Simon Fraser has decided to suspend its non-credit Foundation Program in Tourism Management temporarily, and instead to offer a sampling of topical tourism-related seminars; the ACCESS management program for travel agency managers; and professional development for post-secondary and secondary tourism educators.

The University of Victoria is now embarking on a BComm program with a tourism option.

The University of the North is under development.

University College of the Cariboo, in its proposed 3-year plan, has expressed the intention of developing a Bachelor of Tourism after 1994.

To date, UBC has shown no direct initiatives in tourism programming, though it has recently expressed an interest in discussing the International Hotel School Feasibility Study. With the planned building of a hotel on campus, a well-established Faculty of Commerce, and proximity to the Vancouver "gateway," UBC should be considered as one potential site for this concept.

2.2.3 Private Post-Secondary Training Institutions

Of the several hundred registered private training institutions in British Columbia, 22 are classified as "travel and tourism." Historically, private institutions have been registered with and regulated by the MAETT but have not been formally accredited.

For the purpose of improving "consumer protection" and also of enhancing the prestige of private training providers, a Private Post-Secondary Education Commission has been appointed. Legislation (passed but not yet proclaimed) provides for mandatory registration and the development of a voluntary, self-funded accreditation process which will permit private agencies meeting the accreditation standards to advertise as "registered and accredited."

On the whole, with the exception of Job entry/Re-entry schools, private agencies tend to offer career-oriented programming targetted at individuals with specific career goals, in contrast to the more broadly based emphasis of career programs in the public institutions. Driven by cost-recovery and profit needs, the cost to participants is almost always higher than in publicly-funded institutions.

Future implications:

- *After some twenty-plus years of widespread regional growth and operation, BC's post-secondary system is undergoing a massive, system-wide re-examination and rationalization. This will continue well into the foreseeable future, with emphasis on the needs of individual learners and the business community.*

- *The principle of "access to educational opportunity for all" is central, and will continue to operationally evolve taking new and more up-to-date forms (workplace-centred open learning, and university/colleges for example), but will be constrained by the very real resource limits of a "debtor provincial economy."*

- *Publicly-funded tourism programming will be increasingly obliged to compete with many other compelling needs and demands on the post-secondary system (such as high-technology programming; increased academic transfer programming etc.).*

- *Increasingly, decisions to fund tourism-related programming will be based on proven labour force demand and industry needs, both province-wide and regionally. Close consultation with industry in the community, and continual tuning of curriculae to find the right balance between "education" (broad individual needs) and "training" (job-specific needs) will be essential.*

- *Closer links with national initiatives, particularly the Labour Force Development Strategy, will encourage the MAETT to enhance its consultation and collaboration with all industry-sectors. As a major employment sector, the eight tourism-related sectors will be an important part of this process. The logical mechanism for industry consultation is via the Pacific Rim Institute of Tourism with its already extensive linkages to industry and to education, provincially and nationally.*

- *Recently, there has been an informal trend toward a "consortium approach" among post-secondary institutions in a common geographic region such as Vancouver Island in an effort to reduce duplication, primarily of capital expense in vocational programming areas. The trend away from the "comprehensive approach" and toward a "consortium approach" may well extend to other types of programming (including*

tourism), as new program demands increase while fiscal resources remain relatively constant. Likewise, the projected decline in college/university faculty numbers through the late 1990's may ultimately necessitate program specialization by institution rather than the fully "comprehensive" approach of the past.

* *Tourism programs have, for the most part, been "locally" developed. This makes valid curriculum comparison or evaluation across programs of similar title or intent relatively difficult and poses some potential problems for "program laddering" (e.g. upward articulation from say Certificate to Diploma or Degree level). Increasingly, as individuals recognize the necessity to upgrade skills and credentials, they will seek formal recognition of past education as a building block to the next level. This "consumer pressure" on institutions will only escalate as industry's demands on individuals become increasingly complex.*

* *The recent inclusion of SFU and UVic in the Tourism Educators Coordinating Committee has the potential for evolving a more collaborative approach to articulation of tourism education at the post-secondary level.*

* *Tourism-related curriculae will likely be expected in future to embrace the skills, knowledge and attitudes endorsed by tourism employers in national Standards and Certification initiatives for related occupations.*

2.3 The Ministry of Tourism

The Ministry of Tourism is working to actively develop and promote British Columbia as an internationally-recognized tourism destination. As part of its product development strategy, the Ministry has supported training initiatives for the tourism sector as a whole.

Perhaps its most high profile training venture has been the *Superhost* program, which since its inception in 1985 has now trained over 150,000 British Columbians working in the front lines of tourism businesses and related organizations. The program has been copied or purchased by the Provinces and Territories in Canada, by ten American states, and by five countries overseas. Originally expected to have only a 3-year "lifespan," the *SuperHost* program has carried on into the 1990's, spawning offshoots such as *SuperHost Encore* and the recent, *SuperHost Japan* program.

As an unqualified training success of its type, *SuperHost* is a visible example of how careful marketing, a controlled delivery method, and community networking contribute to support and participation by the tourism business community.

The Ministry of Tourism supports a broader range of tourism training and education initiatives through:

* Educational Services Division in Victoria
* The Pacific Rim Institute of Tourism.

A brief discussion of each follows.

2.3.1 Educational Services Division

Operating within the Tourism Services division, Educational Services is responsible for managing and promoting community-based tourism education and awareness programs such as Superhost. In this capacity, Educational Services provides training for trainers from community sponsoring organizations, as well as training materials and recognition awards for program completion.

It is anticipated Educational Services may consolidate the Ministry's training initiatives in future, managing the Travel Counsellor high school training, train-the-trainer, and certification process.

Educational Services is responsible for the Pacific Rim Institute of Tourism providing roughly 60% of the Institute's base operating funds. Educational Services and PRIT collaborate on various tourism training and education initiatives.

2.3.2 The Pacific Rim Institute of Tourism

A major recommendation of the 1986 report, *Tourism: The Quest for Professionalism*, was the development of "an organization which not only fosters communication and cooperation but also ensures the development of an ongoing, continuously improving system of education and training for our existing labour force and those who are considering tourism as a career." (p.78) As a result, the Pacific Rim Institute of Tourism was formed, with an operating grant from the Ministry of Tourism, and a Board comprising senior representatives from industry, government, labour and education.

The Institute's operations are subsidized in part (approximately 60%) by an operating grant from the Ministry of Tourism; in part by "soft money" put together from federal, provincial and industry joint ventures on a project basis; and in part, from subscriptions to the Resource Centre and the sale of directories and materials. Dollar for dollar, the government contribution, as yet, far outweighs the contribution by the tourism business sector and other revenue sources. The Institute has an ultimate goal and responsibility of fiscal self-sufficiency.

In just three years, the Institute has been quite successful in carrying out its original mission - most importantly perhaps, in developing its credibility with key stakeholders, not only in British Columbia but at the national level as well. With a small staff and a relatively small budget, the Institute has worked diligently in its mission "to develop and increase professionalism in the tourism industry" by:

* Building working relationships among tourism businesses and education and government through specific projects such as the Japan-Canada Tour Guide project, the International Hotel School project, the Blueprint project; participation on numerous planning committees; publication of *A Guide to Tourism Services* and the *Directory of Tourism Organizations and Associations*.

* Increasing public awareness of career opportunities in tourism through specific ventures such as the Tourism Careers Awareness Expo, the career awareness schools program, and publication of the *Guide to Tourism Occupations.*"

* Facilitating interaction and cooperation among the colleges, institutes and universities through participation in projects such as the Tourism Supervisory Development Program, and the high school Tourism Career Prep Program, and publication of the *Directory of Tourism Education Programs*.

* Working cooperatively with other Provinces to develop industry-based job standards for certification.

* Providing resources for tourism market research, academic research, and training support through the Tourism Resource Centre.

* Developing an international network of tourism and educational contacts through participation in conferences such as PATA, CHRIE and New Horizons

At the present time, the Institute is actively pursuing three new and longterm initiatives:

1. **Association of Tourism Professionals** - designed to "offer professional development opportunities and provide recognition to career oriented individuals." Over the past 7 months of consultation, the conceptual model has been designed and is in process of being refined through broader discussion with individuals and groups who are likely candidates for membership. Establishing an appropriate blend of membership products and services, and a marketable pricing structure for membership categories are critical elements to the ultimate acceptance of the model.

   The ATP will be important to the Institute's longterm success in three ways. First, it provides a "formal" and voluntary mechanism for participation in and developing a contact network *across* the various businesses associated with the tourism sector. Second, it recognizes and formally acknowledges that there are many roads (not just education or just working your way up the ladder) leading to professionalism. And third, it has the potential of becoming a primary revenue-centre for the Institute.

2. **Tourism Career Counselling Centre** - a proposal is under consideration to "develop a full-service Tourism Career Counselling Centre that will provide resource material, workshops, "self-directed" programs, individual career counselling and support to those providing related career information."

Tourism employers, educators, and agencies such as Local 40, the Ministry of Tourism, and the Institute itself have all reported receiving calls from individuals searching for information about tourism career opportunities. Many such enquiries are directed to the Institute and handled by whomever is available.

The proposal points out potential sources for funding support including private sector associations, corporate sponsorship, and user fees for workshops, counselling services and resource materials. Some encouraging preliminary discussions for start-up funding have taken place with EIC and with the Deputy responsible for provincial Women's Programs. A Tourism Career Counselling Centre has the potential to become substantially self-funding over time, although it is unlikely to become a full revenue-centre. It's greatest cost-benefit will be measured by the number of users who proceeed into industry or demonstrate their intent by becoming "passport members" of the Institute. User records and follow-up will be important evaluation tools.

3. **Standards and Certification** - as previously mentioned, PRIT has been an active participant on the national TISCC working group. The Alberta Tourism Education Council has taken the lead in developing, industry-validating, testing and certifying for the initial 12 occupational standards. With the anticipated funding assistance of the Western Diversification Program, PRIT will not only administer the project funding but also begin industry validation of existing standards and the development of new ones.

The concept and benefits of national job standards have yet to be broadly presented to tourism employers and educators in BC. PRIT will hopefully

benefit from the experience of its counterpart in Alberta when introducing the concept and the materials to British Columbia.

The development of national, industry-based job standards is a longterm activity and a relatively complex and costly one in the developmental phases. Over time, its relative cost benefits to employers should become obvious in reducing employer development costs associated with writing job descriptions, conducting on-job orientation and training. Again over time, public and private training suppliers should appreciate the time-saving in curriculum development.

Some implications:

* *The Pacific Rim Institute has clearly positioned itself as an industry-credible organization and a focal point for brokering joint venture educational projects, enhancing tourism's professional image for career potential, and providing a concentrated tourism information bank. It has earned support and respect from its virtual predecessor, HIEAC (the Hospitality Industry Education Advisory Committee). Its continued existence and growth potential increasingly requires:*

  - financial support from a range of revenue generating sources (membership products and services) as well as private sector sponsorship, one-time project grants, and some baseline operating funds from government

  - continued and broader participation by individuals, businesses and industry associations in volunteering talent, time, and supplementary resources such as meeting facilities, catering, staff travel reductions and the like to support "outreach activities" such as the schools program and regional professional development events for members and the training community

* *To help fortify acceptance and adoption of national, industry-based job standards, funding agencies such as EIC and MAETT may choose to consider the use of industry-endorsed job*

standards as one criterion for assessing the merits of training and program proposals (not, however, to the exclusion of broader knowledge and skills.)

* *With such a rapid and steep growth curve, especially with three major initiatives coming on stream simultaneously, it may be wise for PRIT to consolidate and stabilize its position over the next three to five years. The credibility and effectiveness of the organization could be diminished if it attempts to spread itself too thin at this time.*

3.0 SUMMARY

As this brief overview and status report illustrates, these are times of substantial change to structures and systems. More importantly perhaps, old assumptions about how to prepare people to aquire, maintain and sustain productive employment are being challenged, and new assumptions are driving "the system" to change.

The tourism sector is enjoying serious attention as an economic generator and primary source of job creation, both in Canada and in British Columbia. Unlike other traditional sectors of our economy - agriculture, forestry, fisheries, mining, and construction and the like - the tourism sector is difficult to define and to quantify. Precise answers to basic questions such as, how many dollars does the tourism sector contribute to the economy and how many people work in the tourism industry, have to date, been relatively difficult to pinpoint.

Lack of a coherent picture of the size and scope of the tourism sector and its workforce has hampered sound longterm planning; in particular, planning for the development of human resources in the industry. Nonetheless, driven by the needs of a rapidly growing industry, a myriad of human resource development

initiatives have flourished since the mid-1980's in an endeavour to provide support to tourism employers, potential employees, and planners.

In many ways, the seemingly sudden burst of activities surrounding the tourism industry has been analogous, in both the rapidity of growth and change, to that of the computer industry. Hundreds of new initiatives - studies, task forces, training "products," organizations, associations, new partnerships, and new concerns - have emerged almost simultaneously.

In the ferment of activity, support agencies have reached a point in 1991 of seeking better ways to understand and to cope with the changes in a climate of socio-political and economic uncertainty.

In looking for ways to continue effective support for the development of the tourism workforce, it is important not to lose sight of the central questions of all the stakeholders. While the answers will not be simple, the questions are clear and straightforward:

For tourism-related employers:

> *How do I find, train and keep employees?*

For employees in tourism-related occupations:

> *Which employer can best provide me with a liveable wage, a supportive working environment, and opportunities to learn and advance if I wish?*

For students, career-changers, displaced workers, and interested others:

> *How do I find out more about career possibilities in the tourism industry?*

For public educational agencies:

> *How can we meet the needs of our students for a broad base of essential skills and knowledge while responding to the diverse demands of community and employers?*

For government and other tourism services agencies:

> *How can we fairly and equitably allocate our limited human and financial resources to serve the needs of both individuals and a highly diversified community of employers?*

The "Blueprint for Action" that eventually emerges from this reviewing, assessing and planning process must, and will, reflect and respect these distinctive perspectives.

PERSONAL AND TELEPHONE INTERVIEWS

Mr. Malcolm Ashford, Pacific Rim Institute of Tourism

Mr. Geoffrey Bird, Ministry of Advanced Education

Ms. Ann Burns-Richardson, ATEC Project

Ms. Wendy Copeland, Consultant, PRIT Career Schools Program

Mr. Ray Davis, PRIT, Association of Tourism Professionals

Ms. Susan Dowler, Alberta Tourism Education Council

Dr. Paul Gallagher, BC Human Resource Development Project

Mr. John Gow, Chairman, PRIT Board of Directors

Mr. Kevin Hillstrom, Hotel, Restaurant, Culinary Employees and Bartenders Union, Local 40

Mr. Richard Lemon, Ministry of Tourism

Mr. Rodd McCormick, Ministry of Tourism

Mr. Duncan McRae, Ministry of Advanced Education

Mr. Gary Mullins, Deputy Minister, Minstry of Advanced Education, Training and Technology

Mr. John O'Neill, Industry, Science and Technology (Tourism) Canada, British Columbia Region

Ms. Shirley Robertson, Employment and Immigration Canada

Mr. Ozzie Sylvester, MAETT, Private Training Institutions

Mr. Merritt Townsend, Employment and Immigration Canada, Labour Market Services Branch

Mr. Tony Wood, Hospitality Industry Education Advisory Committee

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